

**REPORT BY THE
AUDITOR GENERAL
OF CALIFORNIA**

**A REVIEW OF THE BOARD OF VOCATIONAL NURSE
AND PSYCHIATRIC TECHNICIAN EXAMINERS
OF THE STATE OF CALIFORNIA**

**A Review of the Board of Vocational Nurse
and Psychiatric Technician Examiners
of the State of California**

P-064, February 1992

**Office of the Auditor General
California**



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February 20, 1992

P-064

Honorable Robert J. Campbell, Chairman
Members, Joint Legislative Audit Committee
State Capitol, Room 2163
Sacramento, California 95814

Dear Mr. Chairman and Members:

The Office of the Auditor General presents its report concerning the office productivity, staffing standards, personnel classification, and revenue requirements at the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California.

We conducted this audit to comply with Chapter 1131, Statutes of 1990.

Respectfully submitted,

A handwritten signature in cursive script, reading "Kurt R. Sjoberg", is positioned above the printed name.

KURT R. SJOBERG
Auditor General (acting)

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Summary

Results in Brief The Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) is responsible for licensing vocational nurses and psychiatric technicians. The board also enforces the professional performance standards of its licensees and examines and approves the programs that educate and train them. For the four fiscal years ending June 30, 1991, the board's expenditures in support of its vocational nurse program have increased approximately 61 percent. During our review, we noted the following conditions:

- In general, increases in the board's expenditures have been justified or beyond the board's control;
- One board staff member in our sample was not performing duties commensurate with her classification. This inappropriate classification had a limited effect on the board's total expenditures; and
- The board has been keeping automated records of expired licenses, a condition resulting in unnecessary expenditures of \$5,000 a year.

Background The board is responsible for licensing vocational nurses and psychiatric technicians, examining and approving the programs that educate them, and enforcing their professional performance standards. Since the board is almost entirely supported by the fees it charges, its fees should yield sufficient revenue to cover its expenditures. Some of these fees increased in January 1991.

**Increases in
the Board's
Expenditures
Were Generally
Justified**

The board's expenditures for its vocational nurse program increased at approximately three times the rate of inflation from fiscal year 1986-87 through 1990-91. The expenditures that increased the most appear to be justified or beyond the board's control. For example, the board's work load justified some of the increase in expenditures for salaries and wages, and the increase in rent was justified by the board's need for larger office space. Other expenditures, such as the board's share of state government administrative costs, were levied by agencies outside the board and were not within the board's control.

**A Board Staff
Member's
Classification
Does Not
Match Her
Duties**

One staff member of the board is not performing duties that justify her classification. The board changed her duties without notifying the Department of Consumer Affairs' (DCA) personnel office. As a result, the DCA's personnel office could not ensure that the staff member's classification was appropriate to her duties.

**The Board
Keeps
Unnecessary
Automated
Records**

The DCA provides data processing support to the board and charges the board based on the number of records the board keeps on the DCA's automated systems. The board has been keeping records of expired licenses it does not need. The DCA estimates that the board could save \$5000 per year if these unnecessary records were routinely purged.

**Corrective
Action**

During our audit, the board instituted a policy of periodically purging records it does not need from the automated records maintained for the board by the DCA.

Recommendation The Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California should correct the problem of the staff member found to be improperly classified and inform the Department of Consumer Affairs' personnel office of changes in the duties of board staff.

Agency Comments The secretary of the State and Consumer Services Agency (agency) responded that both the Department of Consumer Affairs and the Board of Vocational Nurse and Psychiatric Technician Examiners agreed that increases in board expenditures were justified or beyond the board's control. The agency further stated that the DCA and the board have already implemented our recommendation.

Introduction

The Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) is responsible for licensing vocational nurses and psychiatric technicians and examining and approving the programs that educate and train them. The board has approximately 109,000 vocational nurse and 18,000 psychiatric technician licensees, and it currently accredits 72 schools that train vocational nurses and 16 that train psychiatric technicians. In addition, the board establishes and enforces the professional performance standards of its licensees by receiving complaints against licensees and taking disciplinary action against those who are incompetent or unprofessional. The board receives about 400 complaints annually and initiates about 190 disciplinary actions.

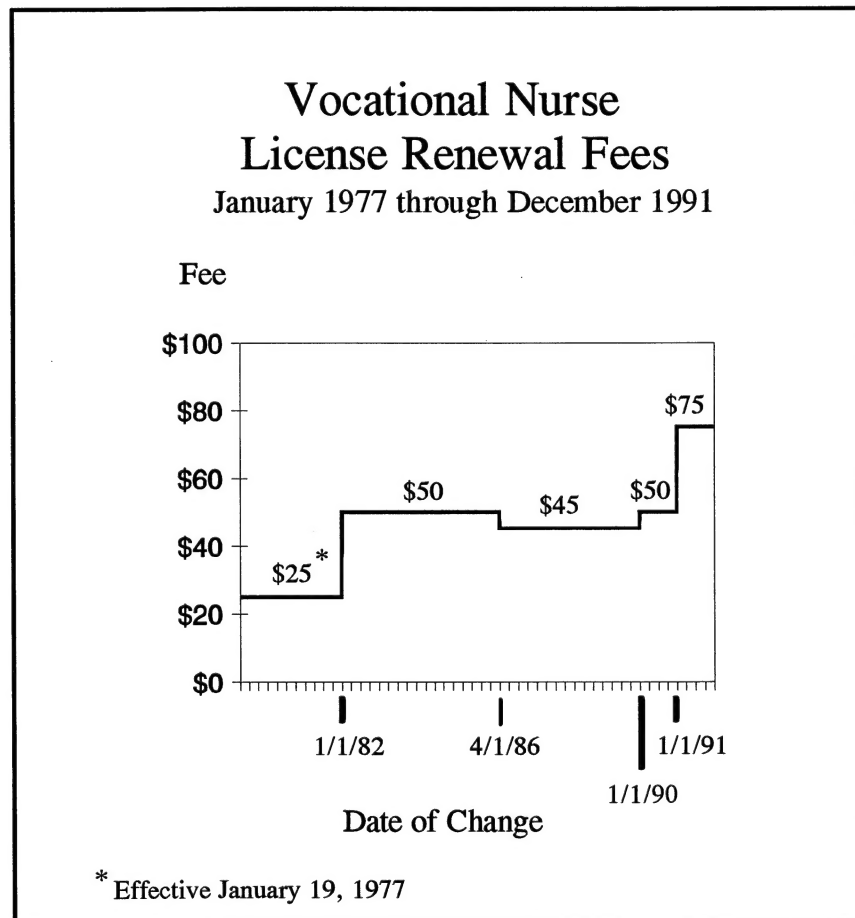
The board is one of 39 regulatory agencies in the Department of Consumer Affairs (DCA). The DCA assists the board in meeting its responsibilities by providing such services as accounting, personnel administration, investigative services, and data processing. Composed of 11 members and approximately 36 full-time staff, the board has approximately 32 staff administering the vocational nurse program and 4 administering the psychiatric technician program.

The board is almost entirely supported by the fees it charges for functions such as renewing licenses, processing applications for licensing, and processing applications for the approval of continuing education courses. The board charges separate fees for each of its two programs, the vocational nurse program and the psychiatric technician program, and accounts for the two programs

in separate accounts. In fiscal year 1990-91, the board had revenues of \$2,900,000 and expenditures of \$3,351,000 in the vocational nurse account and revenues of \$760,000 and expenditures of \$872,000 in the psychiatric technician account.

Vocational nurses' license renewal fees accounted for approximately 61 percent of the revenue for the board's vocational nurse program in fiscal year 1990-91. Vocational nurses must pay this fee biennially. As shown in Figure 1, the license renewal fee increased from \$25 to \$50 in 1982, decreased to \$45 in 1986, increased again to \$50 in 1990, and, by law, became \$75 on January 1, 1991.

Figure 1



**Scope and
Methodology**

The purpose of this audit was to comply with the provisions of Chapter 1131, Statutes of 1990, effective January 1, 1991, which amended Section 2892.6 of the Business and Professions Code by increasing the fees the board charges for its vocational nurse program. Along with authorizing an increase in fees, Chapter 1131, Statutes of 1990, required the Office of the Auditor General to report on the operations of the board with respect to office productivity, staffing standards, personnel classification, and the revenue required for the board to adequately and efficiently discharge its statutory functions. In addition, the law requires that we consult with representatives of the licensees and with the consultant who performed a survey of the board in 1989. Because the statute requiring our review increased the fees for vocational nurses, we focused our efforts on evaluating the board's vocational nurse program.

To review the board's office productivity and staffing standards, we performed a study of the board's fiscal year 1990-91 staffing for most of its clerical functions as well as the functions performed by the staff responsible for accrediting vocational nursing schools. The staff involved in these functions represent most of the staff who work in the vocational nurse program at the board. To begin our study, we reviewed the method that the consultant firm, Ernst and Young, used in its 1989 study of the board's staffing. Using many of the same work load measures as Ernst and Young did, we determined the fiscal year 1990-91 work loads at the board by interviewing board staff and reviewing board files and statistics. To estimate the time that specific tasks should take, we interviewed board staff and observed them performing many of their tasks. Appendix A presents the detailed results of this study. We also collected data provided by the board and the DCA covering the period from calendar year 1986 through fiscal year 1990-91 on the board's work loads for its principal functions. This data is presented in Appendix B.

To review the classification of the board's staff positions, we identified the State's procedures for approving the classifications of the board's positions. To determine if the positions at the board were correctly classified, we sampled five positions and compared

the actual duties and responsibilities of the staff in these positions to the duties and responsibilities specified in the definition of the staffs' classifications. We present the full comparison in Appendix C.

To review the amount of revenue that the board requires to pay the expenses of its operations, we examined the board's expenditures in the vocational nurse program for fiscal years 1986-87 and 1990-91.¹ We wished to determine the extent to which increases in the expenditures between these years were controllable by the board and, if so, whether they appeared to be justified for the board to perform its statutory functions. By controllable we mean whether the board had influence over the amount of the expenditure.

We first determined which expenditure categories accounted for most of the increases in the board's overall expenditures by comparing expenditures by category in fiscal year 1990-91 with those in 1986-87. We present this analysis in Appendix D. We then selected a sample of the expenditure categories showing the largest increases between the two years and examined the expenditures in these categories to determine why the increases occurred and if they were controllable and justified.

We interviewed representatives of the board's licensees to determine their concerns regarding the operation of the board. We also interviewed a representative of Ernst and Young who had previously reviewed the board's organization, staffing, and operations. During our review, we received several allegations. We substantiated one of these allegations, which concerned a paid leave taken by the board's executive officer in 1986. We reported this issue to the board in a management letter dated February 20, 1992.

¹Since we focused on the board's vocational nurse program, all references in this report to the board's expenditures refer to expenditures for the board's vocational nursing activities unless otherwise specified. These expenditures also include year-end encumbrances.

**Chapter Recent Increases in the Expenditures of the
Board of Vocational Nurse and Psychiatric
Technician Examiners of the State of California
Were Generally Justified or
Beyond the Board's Control**

**Chapter
Summary** The amount of revenue the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) requires for its vocational nurse program depends on the level of its expenditures. From fiscal year 1986-87 through 1990-91, the board increased its expenditures for its vocational nurse program at a rate three times greater than inflation. We reviewed a sample of the board's expenditures and determined that the increases were generally justified by the board's work load or were beyond the board's control. For example, we examined the reasons for the board's increased expenditures for salaries and wages and found that the board's work load supports its 1990-91 staffing levels. We also found that other factors, such as cost of living increases, were determined by agencies other than the board and were therefore not within the board's control. Although we did find that one staff member at the board was not working at the level of her classification, this had a limited effect on the board's total expenditures for salaries and wages. However, when we examined data processing expenditures, we found that the board could reduce these expenditures by routinely purging its automated records of licensees whose licenses have been expired for more than four years.

**Expenditures
at the Board
Have Increased
61 Percent** Since the board's vocational nurse program is almost entirely supported by revenues from the fees it charges for that program, there is a limit to how much the program's expenditures can increase without the fees being increased. Before the January 1991 increase in the board's vocational nurse fees, the Legislative Analyst's Office projected that the vocational nurse account would

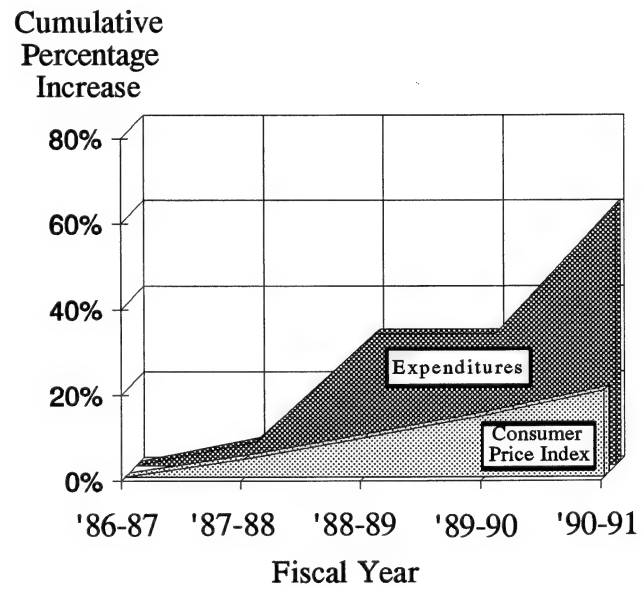
be in deficit in fiscal year 1990-91. To avoid the projected deficit, the board required either an increase in fees or a reduction in its projected expenditures. While some of the board's vocational nurse fees had increased in 1986 and 1990, the expenditures for the vocational nurse program had increased from \$2,087,000 in fiscal year 1986-87 to \$2,732,000 in 1989-90 and then to \$3,351,000 in 1990-91.

The rate of increase of the Consumer Price Index indicates that inflation accounts for a portion of the increase in the board's expenditures from fiscal year 1986-87 through 1990-91. Calculated by the Bureau of Labor Statistics of the U.S. Department of Labor, the Consumer Price Index is a measure of the rate of price change in the economy of cities in the United States. The increase of approximately 61 percent in the board's expenditures in fiscal year 1990-91 compared with 1986-87 is three times the 20 percent increase in the Consumer Price Index during the same period. Therefore, inflation accounts for only one third of the increase in the board's expenditures. Figure 2 compares the increase in the board's expenditures to the increase in the Consumer Price Index.

Figure 2

Expenditures for the Vocational Nurse Program Versus the Consumer Price Index

Cumulative Percentage Increase
Fiscal Year 1986-87 through 1990-91



Almost 90 percent of the increase in the board's expenditures from fiscal year 1986-87 through 1990-91 occurred in seven categories of expenditures. Table 1 shows these seven categories.

Table 1 Expenditure Categories for the Vocational Nurse Program Showing the Largest Increases Fiscal Year 1986-87 Through 1990-91 (In Thousands)

Expenditure Category	Fiscal Year 1986-87	Fiscal Year 1990-91	Dollar Change	Percentage Change
Salary and wages	\$ 571	\$1,037	\$ 466	82%
Charges for Division of Investigation	347	546	199	57
Data processing support	39	197	158	405
Staff benefits	172	285	113	66
State administrative pro rata	45	145	100	222
Office space	55	108	53	96
Division of Administration pro rata	131	181	50	38
Total for sample categories	\$1,360^a	\$2,499^a	\$1,139^b	84%
Total for fiscal year	\$2,087^c	\$3,351^c	\$1,264	

Source: All amounts listed are from the Department of Consumer Affairs (DCA) accounting records except for the charges for the Division of Investigation (DOI). Charges for the DOI on the DCA accounting records do not reflect the actual costs because the manner in which the DCA calculates these charges results in debits or credits applicable to subsequent years. The amounts listed here for charges for the DOI were calculated by applying the DOI's cost per investigative hour to the actual number of investigative hours the DOI used for the Board of Vocational Nurse and Psychiatric Technician Examiners. In addition, all amounts listed here include any encumbrances reflected in the DCA's accounting records at the end of the fiscal year.

^a These amounts do not include the effects of the distributed costs that result from an interagency agreement between the vocational nurse account and the psychiatric technician account. These distributed costs result when the psychiatric technician account reimburses the vocational nurse account for a share of the cost of certain board staff, such as the board's executive officer, who work in both of the board's programs. These reimbursements made by the psychiatric technician account to the vocational nurse account resulted in a reduction in vocational nurse expenditures of \$36,000 in fiscal year 1986-87 and \$38,000 in 1990-91.

^b The total dollar change in sampled expenditures is 90 percent of total change from fiscal year 1986-87 through 1990-91.

^c These amounts include the effects of distributed costs.

The rest of this chapter discusses reasons for the increases in each of the seven categories and whether the increases could have been controlled by the board or were justified by factors such as the board's work load. Appendix D compares all of the board's expenditures in fiscal year 1986-87 with those in 1990-91.

Salaries and Wages

The expenditure that increased by the largest dollar amount from fiscal year 1986-87 through 1990-91 was for the salaries and wages of the board's permanent full-time staff, which includes civil service staff and the board's executive officer. As shown in Table 1, salaries and wages for these staff increased by \$466,000 (82 percent). This category alone accounted for 37 percent of the overall increase in expenditures during the four-year period.

Generally, the board's costs for salaries and wages increased four ways: by cost of living increases, by merit salary adjustments, by filling new or previously unfilled positions, and by filling positions that had been reclassified to higher salary ranges.

Cost of living increases and merit salary adjustments are beyond the board's control. Section 19826 of the Government Code states that the Department of Personnel Administration (DPA) is responsible for setting the salaries of civil service personnel subject to collective bargaining agreements. In practice, since 1986, cost of living adjustments to civil service salaries have been determined in the collective bargaining process. In addition, Section 19832 of the Government Code specifies that employees who meet standards of efficiency prescribed by the DPA shall receive their yearly merit salary adjustments within the salary ranges of their classifications. Therefore, the board has no ability to affect whether its staff will receive cost of living adjustments, whether deserving staff receive merit salary adjustments, or how much these increases will be.

However, the board can affect the costs of salaries and wages in other ways. For instance, the board can apply for additional positions, can decide whether or not to fill positions already

authorized, and can apply to have positions reclassified to higher salary ranges. We estimate that more than half of the increase in salary and wages expenditures over the four-year period was due to the board filling new or reclassified civil service positions.

In fiscal year 1990-91, the board used an average of 36.4 civil service and exempt staff years for the board's vocational nurse program compared with 26.3 staff years used in fiscal year 1986-87. This is an increase of 38 percent.

To determine if the increased staffing was justified, we reviewed the work loads of the board's nursing education consultants (NEC) and most of the clerical positions for fiscal year 1990-91 and found that the number of staff the board employed during fiscal year 1990-91 was supported by the amount of work they performed. NECs have a number of responsibilities at the board including accrediting schools that train vocational nurses and researching questions regarding what duties lie within the scope of the vocational nurse profession. As Appendix A shows, we determined that the NEC and clerical work loads justify 6.9 staff years for NECs and 20.5 staff years for clerical staff. However, the board actually used only 6.8 staff years for NECs and 19.3 for the clerical positions we examined. Therefore, we conclude that the board was justified in incurring the increased expense caused by the additional staff the board employed in fiscal year 1990-91 compared with 1986-87.

In addition to applying for and filling new positions, the board can fill existing positions that have been reclassified to higher salary ranges. Within state government, the DPA has the authority to establish the classifications for civil service positions. However, the DPA has delegated this authority to the Department of Consumer Affairs (DCA) for all but three of the board's civil service positions. As of June 30, 1991, the board had filled seven of its positions that had been reclassified from lower paying classifications from fiscal year 1986-87 through 1990-91. The DCA has the authority to approve the reclassification of six of these positions while the DPA retained the authority to approve the other one.

We examined the actual duties and responsibilities of the incumbents in three of these positions and found that one was not functioning at a level to match the position's classification. The board had changed this person's duties without notifying the DCA's personnel office. The DCA's personnel office had determined that this person's classification was appropriate to her original duties. Since it was not aware of the change, however, the DCA's personnel office could not ensure that the duties and responsibilities of the new position were commensurate with the person's classification.

The inappropriate classification of the staff member had a limited effect on the board's total expenditures for salaries and wages. If the staff member in this position had been appropriately classified for the position's duties, the board would have saved between \$1,000 and \$8,000 in fiscal year 1990-91, an insignificant amount compared to total expenditures for salaries and wages of \$1,037,000. Therefore, we conclude that the portion of the increase in the board's expenditures for the higher salaries for reclassified positions was generally justified. We present our classification study in detail in Appendix C.

Services of the Division of Investigation

Next to the cost of salaries and wages, the amount the board paid for its use of the Division of Investigation's (DOI) services showed the largest increase from fiscal year 1986-87 through 1990-91. The board paid about \$347,000 for investigative services in fiscal year 1986-87 compared with \$546,000 for services in 1990-91, an increase of \$199,000 (57 percent).

Section 2854 of the Business and Professions Code charges the board with enforcing the provisions of the code relating to the professional behavior of vocational nurses. According to the board's assistant executive officer, most of the investigations the board initiates result from complaints made to the board against its own licensees. Depending on the results of an investigation, the board may suspend or revoke a vocational

nurse's license for a number of offenses, including unprofessional conduct and conviction of certain crimes. To protect the public, the board must ensure that these cases are investigated without delay.

According to the board's assistant executive officer, board staff review complaints to determine if the issue involved is within the purview of the board. If so, the board opens an investigation into the facts of the case. The board's assistant executive officer further stated that the board uses the DOI for all of its investigations. The DOI provides investigative services for many of the boards and bureaus that are part of the DCA. According to a budget supervisor at the DCA, the DCA determines the amount it charges the boards and bureaus for the DOI's services using a method based on each board or bureau's estimated use of DOI services for the year adjusted for the differences between estimated use and actual use in prior years.

The increase in the DCA's charges to the board for the DOI's services over the last four years resulted in part from increases in the number of cases referred by the board to the DOI. As Table 2 shows, the DOI reports that it received 204 cases from the board and charged the board for 5,458 hours in fiscal year 1986-87 compared with 243 cases and 6,151 hours in 1990-91. These figures indicate that the number of cases have increased by 19 percent and the number of hours by 13 percent.

**Table 2 Investigations by the Division of Investigation
for the Vocational Nurse Program
Fiscal Year 1986-87 Through 1990-91**

	Fiscal Year				
	1986-87	1987-88	1988-89	1989-90	1990-91
Cases received ^a	204	231	226	198	243
Hours charged to board ^a	5,458	6,052	6,381	4,179	6,151
Division of Investigation costs ^b	\$347,000	\$367,000	\$411,000	\$352,000	\$546,000
Effective cost per hour	\$64	\$61	\$64	\$84	\$89
1986-87 cost per hour adjusted for inflation		\$66	\$70	\$73	\$77

^aSource: Division of Investigation, Department of Consumer Affairs

^bSource: Division of Administration, Department of Consumer Affairs

Although the number of hours the DCA charged to the board was 13 percent higher in fiscal year 1990-91 compared with 1986-87, the overall increase in actual charges to the board for the DOI's costs was about 57 percent. Therefore, only about 23 percent of the increase in the board's expenditures for the DOI's services was due to the board's increased use of those services. The remaining 77 percent of the increase is explained by an increase in the cost per hour the DCA charged for the board's use of the DOI's services. The cost per hour for the DOI's services went from about \$64 in fiscal year 1986-87 to about \$89 in 1990-91, an increase of nearly 40 percent, about twice the rate of inflation.

The hourly rate for the DOI's services changed very little between fiscal years 1986-87 and 1989-90. However, in 1989-90, the rate increased approximately 31 percent, from \$64 in 1988-89 to \$84 in 1989-90. If the rate had increased at the same rate as inflation in that time, the rate would have been approximately \$77. The Chief of Administration for the DCA explained that, in fiscal year 1989-90, the budget added ten positions to the DOI. The DOI's hourly rate increased because of the cost of providing office space, equipment, and training for these new positions, and because of the loss of productive hours incurred while new investigative staff were in training. The Chief of Administration further explained that when the one-time costs are paid and the new staff are fully trained, he expects that, all things being equal, the DOI's hourly rate will return to a level that reflects only increases due to inflation.²

Whether the rates charged by the DOI are justified, the board cannot avoid using the services of the DOI by hiring its own investigators. Section 159.5 of the Business and Professions Code states that, with certain exceptions not including the board, all investigative positions within the DCA shall be in the DOI.

²Because the scope of our audit is limited to the board, we did not evaluate the reasons for the increase in the hourly rates of the DOI.

Data Processing Support

The Information Systems Division (ISD) is an organization within the DCA that provides electronic data processing support for most of the boards and bureaus within the DCA. This support includes the Consumer Affairs System (CAS), which provides automated services such as licensing and enforcement tracking services. The ISD collects and records renewal license fees and issues renewal licenses for the board. In addition, the board uses the CAS for tracking complaints made to the board from the time they are received to their disposition.

The DCA charges all of the ISD's costs to the boards and bureaus who use the ISD's services. According to a budget supervisor at the DCA, the DCA prorates these costs on the basis of each user's share of the total number of data base records the ISD maintains for each user. The DCA charged the board's vocational nurse account \$39,000 in fiscal year 1986-87 and \$197,000 in 1990-91 for the ISD's support.

In 1989, the ISD implemented the first phase of the CAS, which currently allows the ISD to provide to the board services it could not provide in 1986. These new capabilities may explain the increase in the amount the board pays for ISD support, but we did not attempt to determine whether the benefits of the CAS justify what the board pays for this support. However, we did determine that the board can control the amount it pays for the ISD's services by minimizing the number of records the board maintains on the ISD's automated systems. Since the DCA prorates the ISD's costs to the board based on the number of data base records the ISD maintains for the board, the board should keep in the ISD's systems only the records the board needs to perform its functions. We found that the board was keeping unnecessary records of expired licenses on the ISD's systems.

By law, the board may not renew a vocational nurse's license after it has been expired for more than four years. Instead, the license holder must apply for a new license. According to the board's assistant executive officer, when the board receives such an application, board staff create a new data base record just as they do

for any new license application. Therefore, the board can purge from its data base the records of licensees whose licenses have been expired for more than four years. Based on data supplied by the DCA, we found that, as of August 16, 1991, the board was keeping several thousands of these outdated records among those maintained by the ISD.

When we brought this situation to the attention of the board's executive officer, she instituted a policy of purging from the ISD's data base the records of licensees whose licenses have been expired for more than four years. The board's executive officer stated that, in the past, the board had purged such records. However, the practice had been discontinued. According to the board's executive officer, the DCA's budget office estimates that by purging the records the board will save \$5,000 annually in pro rata expenditures for the ISD's services.

Staff Benefits

The board paid \$113,000 (66 percent) more for employee benefits in fiscal year 1990-91 than it did in 1986-87. Expenditures for retirement, social security, health insurance, and workers' compensation benefits constituted approximately 91 percent of the board's total expenditures for benefits in fiscal year 1990-91.

The board is required by law or regulation to provide all four types of benefits. An authority outside the board determines how much the board will contribute for these benefits for its staff. For example, Section 20303 of the Government Code indicates that certain types of employees, including those at the board, become members of the Public Employees' Retirement System (PERS) upon entering employment. Section 20741 of the Government Code sets the level of the State's contribution to the PERS based on the amount of the participant's salary. Therefore, the only way the board can reduce the amount it pays for employee retirement is by limiting the size of its staff or the amount it pays in salary to its employees. Since we determined that the board has staffing levels appropriate to its needs, and we found only one staff member in our

sample inappropriately classified, the board cannot substantially reduce the amount it is paying for employee retirement benefits. Since the other benefits are also mandated by law or regulation, the board cannot substantially reduce their amounts either.

State Administrative Pro Rata

Section 11270 et seq. of the Government Code requires the Department of Finance (DOF) to allocate certain of the State's administrative costs to state agencies. These costs include those for a number of functions within state government, such as the costs of the Legislature, the Controller, the Treasurer, and the Department of General Services. The board paid \$145,000 in 1990-91 for its share of the State's administrative costs compared with \$45,000 in 1986-87, an increase of \$100,000 (222 percent).

The DOF allocates different components of the state administrative costs to the agencies based on different proration factors. For example, the DOF allocates the cost of health benefits for state annuitants based on each agency's share of the total cost of health benefits for current state employees. In contrast, the DOF distributes the cost of the Treasurer's investment functions based on each agency's share of the total interest income garnered by the Treasury's activities.

The DOF distributes the DCA's share of the state administrative costs to the DCA's boards and bureaus based on each board's or bureau's share of total DCA appropriations. The board's share of the state administrative costs depends on both the total amount of the DCA's share and the manner in which that share is prorated to the DCA's boards and bureaus. While the board cannot influence the costs of those agencies whose costs make up the amounts distributed under the state administrative pro rata, the board can determine the amount it requests in appropriations as well as influence its own total expenditures. However, during this period, the board's total expenditures for its vocational nurse program increased only about 61 percent while its expenditures for state administrative costs increased by 222 percent. Therefore,

most of the increase in the board's expenditures for state administrative costs between fiscal year 1986-87 and 1990-91 was due to increases in the total amounts of state administrative costs allocated by the DOF, which are not within the board's control.

Office Space

The board's expenditures for office space, including rent, security, and maintenance costs, for its vocational nurse program increased from about \$55,000 in fiscal year 1986-87 to \$108,000 in 1990-91. Most of this increase resulted from an increase in rent when the board moved to new offices in 1989.

The board moved to new offices because it required larger space for anticipated additions to its staff and to facilitate computer testing of psychiatric technicians. We determined that the amount of rent per square foot the board pays for its new offices is reasonable given current market rates. Since the board's move, the DCA has leased space in a new location for some of its other offices. In the new location, it pays \$1.75 per square foot, \$0.55 more per square foot than the board currently pays.

The Office of Real Estate and Design Services (OREDS) in the Department of General Services is responsible for negotiating and consummating leases for state agencies and for determining the amount of office space to which state agencies are entitled. According to the OREDS, the approximately 9,000 square feet of office space the board currently leases is about 1,000 square feet larger than the board needed when the OREDS was negotiating the lease. The chief of the OREDS stated that, at the time the OREDS was arranging new office space for the board, the OREDS did not consider alternatives to the leased property because rent for the new office space was below market rates and the OREDS wished to expedite the board's move. Therefore, we do not know if suitable space with only 8,000 square feet was available at the time. However, if the board were to lease 8,000 square feet of space in the DCA's current office building, it would cost the board about \$3,000 more per month than the 9,000 square feet the board

currently rents. Since the amount of rent the board currently pays is below what the board would pay for the DCA's new location, the increase from fiscal year 1986-87 through 1990-91 in the amount of rent the board pays appears justified.

Division of Administration Pro Rata

In fiscal year 1990-91, the DCA charged the board's vocational nurse account \$181,000 for the Division of Administration's services. This compares to the \$131,000 it charged in fiscal year 1986-87 and represents an increase of 38 percent. The Division of Administration at the DCA performs a number of functions, including budgeting, accounting, and personnel services, for the boards and bureaus in the DCA. The DCA accumulates this division's costs each year and charges them to the boards and bureaus based on each board's and bureau's share of the total number of staff years used at all the boards and bureaus. Consequently, the only way the board can control the amount it pays for the DCA's administrative support is to change its staffing levels. Since we have determined that the work load at the board supports the number of staff years the board used in fiscal year 1990-91, the increase in the board's expenditures for the Division of Administration pro rata appears justified.

Conclusion Since the Board of Vocational Nurse and Psychiatric Technician Examiners is almost entirely supported by the revenue it receives from fees, the board's fees should generate revenues at least equal to the level of the board's expenditures. The expenditures of the board have increased from fiscal year 1986-87 through 1990-91 at a rate approximately three times the inflation rate during the same period.

To determine whether the increase in the board's expenditures was justified, we reviewed a sample of expenditures. We found that most of the expenditure increases from fiscal year 1986-87 through 1990-91 were either beyond the board's control or were justified by the board's work load or other factors, such as the

board's need for larger office space. For example, the board added or reclassified staff during this period, actions that explained most of the increase in expenditures for salaries and wages. Because the staffing levels of our sample of board staff were supported by their workloads in fiscal year 1990-91, we concluded that the board was justified in incurring the increased expenditures due to adding staff between fiscal year 1986-87 and the end of 1990-91. We also sampled three of the positions that had been reclassified to higher salary ranges. We found that the classifications of the incumbents in two of the positions were justified based on their actual duties and responsibilities and that one staff person was performing duties not commensurate with her classification. However, the effect of the misclassification on the board's expenditures was negligible. The portion of the increase in salaries and wages not explained by the addition of staff or changes in classifications was due to cost of living increases and merit salary increases beyond the board's control.

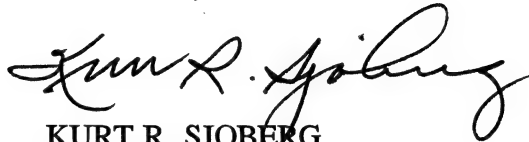
We did determine that the board could lower its expenditures in one category. In our review, we found that the board was maintaining automated records that were not necessary for its functions. As a result, the board paid more for the support services of the Information Systems Division than it would have if it maintained only the records it needed.

Recommendation

The Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California should work with the Department of Consumer Affairs' personnel office to correct the classification of the staff member we found to be incorrectly classified for her duties. In addition, the board should inform the DCA's personnel office of changes in the duties of its staff, including any past changes in staff duties of which the DCA's personnel office is unaware.

We conducted this review under the authority vested in the auditor general by Section 10500 et seq. of the California Government Code and according to generally accepted governmental auditing standards. We limited our review to those areas specified in the audit scope section of this report.

Respectfully submitted,



KURT R. SJOBERG
Auditor General (acting)

Date: February 18, 1992

Staff: Steven L. Schutte, Audit Manager
Ronald G. Addy
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Bruce Kaneshiro
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Appendix A Staffing Study of the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California

We studied work loads at the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) and estimated staffing standards for certain important board functions. Staffing standards indicate how much staff time is reasonably required to complete a given task. When a staffing standard in hours is multiplied by the units of annual work load for a task, such as number of letters typed or number of reports written, we can compute the number of personnel the board needs to perform the task.

We determined annual work load counts for fiscal year 1990-91 and estimated staffing standards for the functions performed by the board's nursing education consultants (NEC) and for the tasks involved in performing most of the board's clerical functions. The board employs NECs to perform a number of tasks, including accrediting schools that train vocational nurses and researching questions regarding what duties lie within the scope of the vocational nursing profession. The addition of approximately four NEC staff to the board between fiscal years 1986-87 and 1990-91 had a significant impact on the increase in the board's expenditures for staff salaries. We selected the board's clerical staff as well as its NECs for our staffing study because these staff together constituted about 74 percent of the total staff years used by the board in fiscal year 1990-91. In that year, the board used 20.3 staff years for clerical staff functions, and 6.8 for nursing education consultant functions. The remaining 9.3 staff years were for analysts, examination proctors, and management personnel.

In Tables A-1 and A-2, we present the detailed results of our study. We show the tasks performed by the board's NECs and clerical staff. For each task, we show the estimated staffing standard that we developed with the assistance of the board's staff and the actual or estimated work load for fiscal year 1990-91. The staffing standard multiplied by the work load yields our estimate of the number of staff hours required each year to perform the task. The total number of staff hours for the NECs' functions and for the clerical functions divided by the number of available hours in one staff year yields our estimate of the number of staff necessary to perform these functions. At the end of each table we list the actual number of staff years the board used for the two functions³ so that they could be compared to our estimate of the number of staff years needed.

For the sake of consistency, we used the same number of available staff hours in a staff year as Ernst and Young did. (Ernst and Young calculated slightly more staff hours available for NECs than for clerical staff.) The calculation of available hours is presented in Table A-3.

³We excluded one staff year from the total for the clerical staff member who acted as the secretary to the board's executive officer because we did not include this position's tasks in our study.

Table A-1
Staffing Study of Nursing Education Consultants
Fiscal Year 1990-91

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Hours)	Total Hours in Fiscal Year
1. Survey visits				
a. Scheduling/visit letter	Visit period	6	0.50	3.00
b. Presurvey analysis	Visit	14	116.00	1,624.00
c. Field visit (1 NEC)	Visit (4 days)	9	32.00	288.00
Field visit (1 NEC)	Visit (5 days)	3	40.00	120.00
Field visit (2 NECs)	Visit (4 days)	2	64.00	128.00
d. Board Report				
"Problem school"	Report with 2 or more violations	1	6.00	6.00
"Compliant school"	Report with less than 2 violations	8	3.00	74.00
2. Special visits				
a. Preliminary preparation	Visit	5	12.00	60.00
b. Site visit (2 NECs)	Visit (1 day)	4	16.00	64.00
	Visit (2 days)	1	32.00	32.00
c. Board reports	Report	5	3.00	15.00
d. Follow-up reports	Report	5	3.00	15.00
3. Initial program proposals				
a. Curriculum review	Proposal	2 ^a	100.00	100.00
b. Follow-up with director	Proposal	1	80.00	100.00 ^b
c. Finalization	Proposal	0	64.00	0.00
4. New director orientation				
a. Preparation of packets	Orientation	2	8.00	16.00
b. Conduct orientation (2 NECs)	Orientation	2	8.00	16.00
c. Follow-up	Attendees	15	2.00	30.00
5. Curriculum revisions				
a. Major revisions				
Analysis (months)	Month	42	20.00	840.00
Board reports	Report	7	3.00	21.00
b. Minor revisions				
Analysis: Complex	Authorization	38	2.00	76.00
Simple	Authorization	19	0.50	9.50
6. Faculty approvals				
a. Application review	Application	338	0.50	169.00
b. Reject letter (if necessary)	Letter	17	0.25	4.25
7. Facility approvals				
a. Application review	Application	102	1.00	102.00
	Poorly documented application	26	2.00	52.00
b. Reject letter (if necessary)	Letter	2	0.25	.50

^aThere was only one program proposal provided by the board that had significant work in fiscal year 1990-91. The other was not sufficient.

^bThe estimated staffing standard for this task is 80 hours. However, this particular case actually took 100 hours to complete.

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Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Hours)	Total Hours in Fiscal Year
8. Student enrollment revisions				
a. Review and follow-up	Report	3	6.00	18.00
b. Report write-up	Report	3	2.00	6.00
9. Intravenous therapy/blood withdrawal course approval				
a. Review application	Application	140	1.00	140.00
10. Investigative cases				
a. Complaint review/letter	Complaint	217	0.25	54.25
b. Case review	Investigation partially reviewed	250	3.00	750.00
	Investigation completely reviewed	87	22.00	1,914.00
11. Expert testimony				
a. Material review and write-up	Testimony	5	6.00	30.00
b. Review of contracted testimonies	Contracted testimony (estimated)	25	1.00	25.00
c. Testify at hearings	Testimony	5	16.00	80.00
12. Closed sessions and reinstatement hearings				
a. Prepare closed session cases	Case	12	2.00	24.00
b. Prepare for reinstatement hearings	Reinstatement hearing	4	10.00	40.00
c. Attend reinstatement hearings	Reinstatement hearing	4	8.00	32.00
13. Enforcement committee				
a. Attend meetings (1 NEC)	Meeting	2	8.00	16.00
b. Preparation of presentation at meetings	Meeting	2	3.00	6.00
14. Probation compliance				
a. Review cases	Case reviewed	74	0.50	37.00
b. Meet with probationers	Probationer met	67	0.75	50.25
15. Newsletter ^c				
a. Research questions/answers	Question/Answer	8	1.00	8.00
b. Research/write articles	Article	8	5.00	40.00
16. Education-practice committee				
a. Research of issues: Complex	Issue	11	12.00	132.00
Simple	Issue	6	4.00	24.00
b. Set up ad hoc meeting	Ad hoc meeting	2	7.00	14.00
c. Prepare issue packet	Ad hoc meeting	2	40.00	80.00
d. Ad hoc meetings (7 NECs)	Ad hoc meeting	2	56.00	112.00
e. Adjust mailing list	Education-practice meeting	3	2.00	6.00
f. Summary of ad hoc meeting/prepare for education-practice committee meeting	Education-practice meeting	3	40.00	120.00
g. Education-practice committee (7 NECs)	Education-practice meeting	3	56.00	168.00

^cNo newsletter was published; the articles and other work are in draft form.

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Appendix A

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Hours)	Total Hours in Fiscal Year
h. Board report on education practice committee	Education-practice meeting	3	8.00	24.00
i. Scope of practice correspondence responses	Scope of practice correspondence	81	2.00	162.00
17. Legislation committee				
a. Daily review/update	Days legislation is introduced	42	0.50	21.00
b. Call legislative staff	20 percent of relevant bill	6	0.50	3.00
c. Review of actual bill	Relevant bill	31	1.00	31.00
d. Develop board position	Relevant bill	31	0.50	15.50
e. Attend committee meeting (2 NECs)	Meeting	1	16.00	16.00
f. Write support/opposition letters	Letter	0	4.00	0.00
g. Write meeting minutes	Meeting	1	4.00	4.00
h. Develop implementation plans (if necessary)	Implementation plan	0	8.00	0.00
i. Bill program reports	Report	3	1.00	3.00
18. Vocational Nurse examination				
a. Review of application for item writers	Application	6	0.20	1.20
b. Review of application for content experts	Application	6	0.20	1.20
19. National Council Licensure Examination Conference				
a. Attend conference	Conference	0	48.00	0.00
20. National Council State Board of Nursing newsletter				
a. Review of newsletter	Newsletter	24	0.50	12.00
21. Examinations				
a. Examination evaluation meeting (2 exams, 2 NECs)	Meeting	2	6.00	12.00
22. Other reports				
a. Follow-up/status analysis/write-up	Report	4	5.50 ^d	22.00
b. Part-time program request analysis/write-up	Report	6	8.00	48.00
c. Additional class requests analysis/write-up	Report	2	3.00	6.00
d. Program closures analysis/write-up	Report	2	0.25	0.50
23. NEC preparation and review				
a. NEC group review (7 NECs)	Meeting	15	42.00	630.00

^dAn average of four reports.

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Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Hours)	Total Hours in Fiscal Year
24. Special projects				
a. B. Whitney	Project	9	NA	228.00
b. B. Jackson	Project	3	NA	208.00
c. A. Shuman	Project	3	NA	39.00
d. C. Anderson	Project	1	NA	31.00
e. G. Smith-Nelson	Project	0	NA	0.00
f. M. Peterson	Project	0	NA	0.00
g. T. Bello-Jones	Project	1	NA	64.00
h. NEC group projects	Project	5	NA	403.25
25. Supervision	Supervisory position	1	1,296.80	1,296.80
Total Hours				11,124.20
Staff Required				6.87
Actual staff years used in fiscal year 1990-91				6.80

Table A-2
Staffing Study of Clerical Personnel
Fiscal Year 1990-91

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
EDUCATION UNIT				
1. Survey visits				
a. Initial survey visit letter	Letter	14	5.00	1.17
b. Follow-up letter		No longer done		0.00
c. Visit agenda	Visit	14	2.00	0.47
d. Board report	Report	9	65.00	9.75
e. Envelope/mail	Visit	14	2.00	0.47
2. New program applications				
a. Type request letter	Letter	24	5.00	2.00
b. Envelope/mail	Letter	24	2.00	0.80
c. Statistical report		No longer done		
d. Application review		No longer done		
3. Special visits				
a. Initial letter	Letter	5	22.00	1.83
b. Initial board report	Report	5	65.00	5.42
c. Follow-up board report	Report	5	7.00	0.58
d. Envelope/mail	Letter	5	2.00	0.17
4. New director orientation				
a. Initial letter	Letter	2	60.00	2.00
b. Initial board report		No longer done		
c. Follow-up board report		No longer done		
d. Envelope/mail	New director	29	2.00	0.97
5. Curriculum revisions and authorizations				
a. Revision board report	Revision	6	50.00	5.00
b. Follow-up board report	Report	8	5.00	0.67
c. Authorizations	Authorization	57	15.00	14.25
d. Envelope/mail	School with revision and authorization	42	2.00	1.40
6. Miscellaneous reports (follow-up, status, part-time program requests, etc.)	Report	14	7.00	1.63
7. Special project reports				
a. Reports to the board	Report	16	65.00	17.33
8. Faculty approvals/denials				
a. Log entry	Applicant	338	3.00	16.9
b. Envelope/mail	Applicant	338	2.00	11.27
c. Type denial letter	Denial	17	5.00	1.42

Continued on Next Page

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
9. Facility approvals/denials				
a. Log/type	Applicant	128	3.00	6.40
b. Envelope/mail	Applicant	128	2.00	4.27
c. Type denial letter	Denial	2	5.00	0.17
10. Executive Officer and Supervising NEC (Nursing Education Consultant) speeches				
a. Type outline	Speech	8	45.00	6.00
b. Type speech	Speech	8	432.00	57.60
c. Type bibliography	Speech	8	30.00	4.00
11. Board meeting preparation				
a. Type agenda items	Agenda page	121	5.00	10.08
12. Education-practice committee				
a. Type letters	Letter	650	2.00	21.67
b. Type address labels	Meeting	5	60.00	5.00
c. Type meeting agenda	Meeting	5	30.00	2.50
d. Type meeting minutes	Meeting	5	60.00	5.00
e. Type meeting reports	Meeting	5	60.00	5.00
f. Meeting preparation	Meeting	5	60.00	5.00
g. Envelope/mail	Letter	650	2.00	21.67
13. Legislative committee				
a. Retrieve bills from Statenet	Day	42	30.00	21.00
b. Order copies of bills	Bill	31	10.00	5.16
c. Type meeting agenda	Meeting	1	35.00	0.58
d. Assemble legislation package	Member	19	6.00	1.90
e. Type address labels	Meeting	19	2.00	0.63
f. Type meeting reports	Meeting	4	65.00	4.33
g. Envelope/mail	Member	19	2.00	0.63
14. NEC procedure manual				
a. Type text of procedures	Change	3	60.00	3.00
b. Update index	Change	3	6.00	0.30
c. Instructions/photocopying	Change	3	30.00	1.50
15. Consumer correspondence				
a. Type request letters	Letter	1,062	30.00	531.00
16. Clerical procedure manual		No significant changes in fiscal year 1990-91		
a. Type text of procedures				
17. NEC library				
a. Legislation updates	Change	100	10.00	16.67
b. Catalog	Document	50	35.00	29.17
18. Clinical preceptorships		None in fiscal year 1990-91		
a. Type contract				
b. Letter to facility				
c. Objectives of preceptorship				

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Appendix A

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
19. Budget change proposals a. Complete proposal text		None in fiscal year 1990-91		
20. Board member workshops a. Prepare workshop materials	Workshop	1	30.00	0.50
21. Other a. Forms development	Times form created or modified	120	180.00	360.00
b. Legal opinion preparation		None in fiscal year 1990-91		
22. Program directors' handbook a. Type/format text	Text	1	720.00	12.00
b. Assemble copies	Copy	29	30.00	14.50
23. NEC word processing training (by office technician)	Training session	840	5.00	70.00
Subtotal of Hours for Education Unit				1,322.73

LICENSING/EXAMINATION UNIT

1. Out-of-state applications a. Review applications	Applicant	992	7.00	115.73
	Applicant with one correspondence	794	5.00	66.17
2. Endorsement desks a. No fee letters	Letter	358	2.00	11.93
b. Transcript requests	Board record	236	2.00	7.87
	Microfiche	30	4.00	2.00
	State Record Center	30	10.00	5.00
	Total transcripts	296		
c. Endorsements	Board record	591	10.00	98.50
	Microfiche	248	17.00	70.27
	State Record Center	114	17.00	32.30
	Total endorsements	953		
3. Evaluations a. Applications processed	Application			
	School graduate	2,233	4.00	148.87
	Retake	5,355	7.00	624.75
	All others			
	0 correspondence	1,617	10.66	287.29
	1 correspondence	1,656	18.37	507.01
	2 correspondences	592	26.08	257.32
	4+ correspondences	79	41.50	54.64
b. Reconcile Department of Consumer Affairs list to logs	List	6	120.00	12.00
c. Reconcile National Council Licensure Examination (NCLEX) list to logs	Examination	2	14,400.00	480.00

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Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
d. Sort and pull admission cards	Examination	2	240.00	8.00
e. Reconcile NCLEX to personal data cards	Applicant scheduled	9,030	1.50	225.75
f. Address changes	Address change	3,200	5.00	280.53
g. Crosscheck pictures	Applicant tested	8,416	2.00	280.53
h. Burst results	Examination	2	960.00	32.00
i. Separate results/match diagnostic analyses	Examination	2	12,000.00	400.00
j. File results	Applicant tested	8,416	2.00	280.53
k. Reconcile magnetic tape	Examination	2	12,000.00	400.00
4. Licensing				
a. Process initial licenses	Initial license	5,184	4.00	345.60
b. Check (initial) licenses	Initial license	5,184	2.00	172.80
5. Continuing education/renewals				
a. Check continuing education correspondence	Letter	1,674	1.00	27.90
b. Process and check renewals	Renewal	28,789	3.00	1,439.45
c. Send renewal correspondence	Letter and temporary license	4,456	5.00	371.33
6. Intravenous/blood withdrawal certification				
a. Course certification processing	Correspondence	1,285	17.00	364.00
b. Verification processing	Verification certificate	222	14.00	51.80
c. Replacement processing	Replacement certificate	77	15.00	19.25
7. Interim permits				
a. Process permit application	Student for examination	2,233	1.20	44.66
b. Process permits	Permit issued	1,735	2.00	57.83
c. Check permit/file	Permit issued	1,735	5.00	144.58
d. Process terminated permits	Terminated permit	300	5.00	2.50
e. Destruction of permits	Permit returned	204	0.66	2.24
8. Cashiering				
a. Public counter renewals	Renewal	4,025	7.00	469.58
b. Interim permits cashiered	Interim permit	1,735	5.00	144.58
c. New applications cashiered	Application	6,162	8.00	821.60
d. Retake applications cashiered	Retake	5,369	5.00	447.42
e. Initial licenses cashiered	License	5,184	5.00	432.00
f. Other Board of Vocational Nurse cashiering	Other	3,406	5.00	283.83
g. Report of collections prepared	Report	157	90.00	235.50
h. Rules and regulations cashiered	Rules and regulations	975	5.00	81.25
i. Dishonored checks processed	Check	348	15.00	87.00
9. Mail desk				
a. Messenger to Department of Consumer Affairs	Trip	520	45.00	390.00
b. Open, review, sort, and distribute	Week (normal)	40	1,283.00	855.33
	(heavy)	12	4,800.00	960.00

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Appendix A

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
10. Notices expired four years				
a. Request address labels	Month	12	5.00	1.00
b. Label envelopes	Notice	4,980	0.30	24.90
Subtotal of Hours for Licensing/ Examination Unit				12,975.56
ENFORCEMENT UNIT				
1. Word processing/typing	Document	4,176	5.00	348.00
2. Investigative cases				
a. Type expert opinion	Opinion	5	60.00	5.00
b. Letters to outside experts	Letter	50	10.00	8.33
c. Envelope/mail	Letter	50	2.00	1.67
3. Enforcement committee				
a. Type meeting agendas	Meeting	2	30.00	1.00
b. Assemble member packets	Packet	8	15.00	2.00
c. Address labels	Mailing	2	4.00	0.13
d. Type committee reports	Report	2	60.00	2.00
e. Envelope/mail	Packet	8	2.00	0.27
4. Incoming mail				
a. Review and sort	Day	260	90.00	390.00
5. Case data input and tracking				
a. Decisions filed (10 entries)	Decision	83	50.00	69.17
b. Accusations and statement of issues filed (8 entries)	Accusation without decision	30	40.00	20.00
c. Investigations opened (4 entries)	Investigation without accusation	99	20.00	33.00
d. Initial complaint (1 entry)	Complaint without an investigation	5	5.00	0.42
e. Complaint tracking form	Complaint	217	5.00	18.08
6. Preparation of request for service				
a. Request for Division of Investigation	Investigation	212	6.00	21.20
7. Cases to Attorney General				
a. Assembly/disassembly	Case to Attorney General	87	5.00	7.25
8. Review of documents				
a. Review accusations or statement of issues	Accusation or statement of issue	113	8.00	15.07
b. Review proposed decisions	Decision	83	15.00	20.75
9. Preparation for board vote				
a. Assemble vote package	Decision	83	10.00	13.83

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Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
10. Preparation for closed session				
a. Type agendas	Session	5	15.00	1.25
b. Prepare packets	Closed session case	12	10.00	2.00
11. Reinstatement requests				
a. Check of request/application	Request	33	6.00	3.30
b. Assemble reinstatement package	Request	33	10.00	5.50
12. Reconsiderations				
a. Assemble reconsideration package	Reconsideration	6	10.00	1.00
13. Updating lists				
a. List of revocation/probation	Decision	83	2.00	2.77
b. Probation monitoring list	Month	12	100.00	20.00
c. Prospective licensee list	Month (normal)	10	5.00	0.83
	(heavy)	2	15.00	0.50
Subtotal of Hours for Enforcement Unit				1,014.32
BASIC OFFICE SKILLS--ALL UNITS				
1. Copying	Copy	318,000	0.50	2,650.00
2. Filing	Captured in other tasks			
3. Mailing (post office and other)	Mailed item	92,041	2.00	3,068.03
Mailing (certified)	Certified mail item	805	4.00	53.67
Mailing (school applications)	Packet mailed	144	30.00	72.00
4. Logging	Captured in other tasks			
5. Meetings	Meeting	48	1,260.00	1,008.00
6. Phone calls: receptionists	Call	147,444	2.00	4,914.80
Phone calls: evaluations/renewals/etc.	Call	38,335	4.00	2,555.66
Phone calls: enforcement	Call	2,975	4.00	198.33
Phone calls: education	Call	2,142	1.00	35.70
7. Video use	Video use	127,214	1.00	2,120.23
8. Travel arrangements	Trip	45	30.00	22.50
9. Document assembly	Document	19,200	0.50	160.00
10. Inventory count/ordering	Month	12	180.00	36.00
11. Form ordering	Form	169	10.00	28.17

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Appendix A

Task	Unit of Measurement	Work Load	Estimated Staffing Standard (Minutes)	Total Hours in Fiscal Year
12. Work load/productivity statistics				
Weekly	Staff	21	260.00	91.00
Monthly	Staff	21	60.00	21.00
Per board meeting	Staff	21	25.00	8.75
Six months	Staff	15	60.00	15.00
Calendar year	Staff	21	30.00	10.50
Fiscal year	Staff	21	30.00	10.50
Subtotal of Hours for Basic Office Skills—All Units				17,079.84
Grand Total Hours				32,392.45
Staff Required				20.51
Actual Staff Years Used in Fiscal Year 1990-91				19.30

Table A-3 Available Hours Per Year for a Nursing Education Consultant and a Clerical Staff at the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California

	Nursing Education Consultants	Clerical
Total Paid Hours per Year	2,080	2,080
Less: Unproductive hours		
Holidays	-100	-100
Vacation	-100	- 80
Sick leave/other leaves of absence	- 72	- 72
Work breaks	-112	-112
Training/new employee orientation	- 24	- 24
Counseling, administrative tasks, personal time	- 47	-109
Total Hours Available per Year	1,621	1,579

Source: *An Analysis of the Organization, Operations and Staffing of the BVNPTE*, Ernst and Young, December 11, 1989.

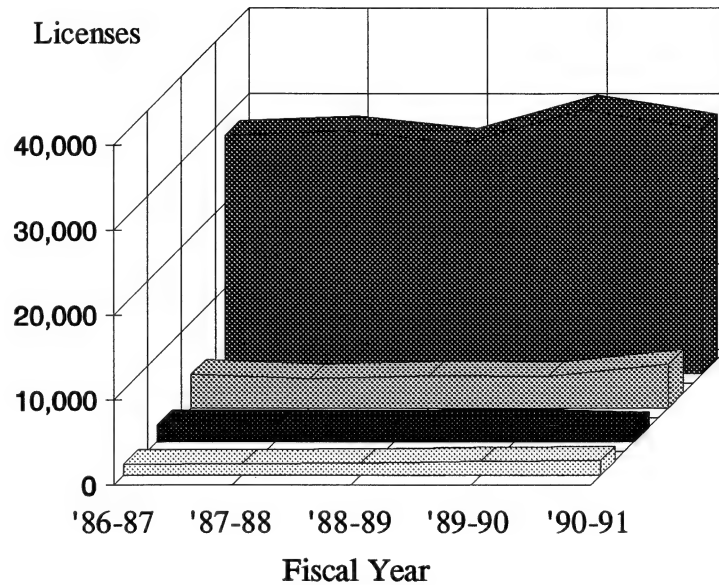
Appendix B Production Data of the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California





We collected data provided by the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) and the Department of Consumer Affairs (DCA) relating to the board's work load for its principal vocational nurse functions: licensing, enforcement, and the review and approval of programs educating vocational nurses. These data are presented in Figure B-1, Table B-1, and Table B-2. These data are not meant to fully describe the entire work load of the board but to indicate whether the board's production increased or decreased during the period from calendar year 1986 through fiscal year 1990-91. However, we were unable to draw conclusions from this data, and we relied on our staffing study to analyze the productivity of the board.

Figure B-1

Vocational Nurse Program's Licensing Work Load

Fiscal Year 1986-87 through 1990-91



-  Licenses renewed
-  Initial licenses issued
-  Delinquent licenses renewed
-  Interim permits issued

**Table B-1 Vocational Nurse Program's
Enforcement Work Load
Calendar Year 1987 Through 1990**

Work Load Measures	Calendar Year			
	1987	1988	1989	1990
Complaints received	NA	289	205	206
Investigations opened	219	242	171	193
Licenses put on probation	33	36	26	28

Source: Department of Consumer Affairs

**Table B-2 School Accreditation and Related Work Load
at the Board of Vocational Nurse and
Psychiatric Technician Examiners
of the State of California
Calendar Year 1986 Through 1991**

Task	Calendar Year					
	1986	1987	1988	1989	1990	1991
Survey visits to schools	9	5	3	9	5	13
Review/Approval of curriculum revisions						
Major	7	16	8	2	11	2
Minor	55	182	621	182	107	100
Other visits to schools	47	18	75	26	34	25
Special projects	9	11	20	31	16	23
Liaison activities	12	^a	3	4	10	11
Scope of practice correspondence	195	8,478	4,124	4,137	4,453	387

Source: Board of Vocational Nurse and Psychiatric Technician Examiners

^aDuring this year, the nursing education consultants responded to testimony resulting from hearings on a report entitled, *Task Force on the Future Role of the Licensed Vocational Nurse and the Psychiatric Technician*.

Appendix C Classification Study of the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California

The Department of Personnel Administration (DPA) establishes classifications for the state civil service based on such factors as the levels of education and experience required to perform a job and the level of a job's responsibilities. The DPA is also responsible for assigning classifications to specific civil service positions. However, the DPA delegates this responsibility for many classifications to the departmental level. A position's classification determines its salary range.

As of June 30, 1991, the Board of Vocational Nurse and Psychiatric Technician Examiners of the State of California (board) had filled seven positions that had been reclassified since July 1, 1986, from classifications with lower salary ranges. These positions included the assistant executive officer, the analyst who coordinates the board's enforcement program, and a clerical supervisor. To determine whether the board was justified in paying the higher salaries for the reclassified positions, we examined the duties and responsibilities of the incumbents in three of the seven positions and compared them to the standards established by the DPA for the current classifications of those positions.

Incumbents in two of the three positions we examined were associate governmental program analysts who perform some of the board's enforcement functions. We found that both these analysts perform duties that are appropriate to their classification, such as conducting analyses and making recommendations based on analyses. For example, one determines whether the board's probationers are fulfilling the terms of their probations, while the other assesses the rehabilitation process of probationers. In

addition, both analysts make recommendations to the Attorney General's Office based on their review of cases against the board's licensees.

The incumbent in the third position we reviewed is an office technician who supports the board's nursing education consultants. We found that the duties performed by this person do not support her classification. For example, the State Personnel Board's specifications state that an office technician's work is rarely reviewed and that errors in an office technician's work may have significant impact on the internal and external operations of the worker's department. However, we found that because all of the work of the office technician we examined is reviewed by her superiors until it is error free, no serious consequences could result from her errors.

After we performed our classification study, we presented the information to the Department of Consumer Affairs (DCA) staff responsible for the classification of board positions. We asked them to use the information we provided on the current duties and responsibilities of the positions to determine if the positions were properly classified. The DCA staff confirmed that the associate governmental program analysts were properly classified and the office technician was not.

We also reviewed the classifications of two of the board staff whose positions had not been reclassified to higher salary ranges between July 1, 1986, and June 30, 1991. One is a staff services analyst and the other is a nursing education consultant. We found that the duties and responsibilities of the two staff were appropriate to their classifications.

**Appendix D Comparison of the Expenditures of the
Board of Vocational Nurse and Psychiatric
Technician Examiners of the State of California
for Its Vocational Nurse Program in
Fiscal Year 1986-87 With Those in 1990-91
(In Thousands)**

Expenditure Categories	Fiscal Year 1986-87	Fiscal Year 1990-91	Dollar Change	Percentage Change
Salaries and wages	\$ 571	\$1,037	\$ 466	82%
Charges for Division of Investigation	347	546	199	57
Data processing support	39	197	158	405
Staff benefits	172	285	113	66
State administrative pro rata	45	145	100	222
Office space	55	108	53	96
Division of Administration pro rata	131	181	50	38
Additional equipment	3	38	35	1,167
Temporary help	23	51	28	122
Examination site rental: non-state-owned	46	69	23	50
Board members salary per diem	18	40	22	122
Attorney General services	179	200	21	12
General expense	50	68	18	36
Office of Administrative Hearing	38	54	16	42
Consolidated data center	0	15	15	--
Division of Consumer Services pro rata	15	27	12	80
Examination proctors	48	60	12	25
Data processing maintenance and supplies	4	12	8	200
Overtime	3	10	7	233
Training	3	8	5	167
Evidence/witness fees	6	5	(1)	- 17
Equipment replacement	1	0	(1)	-100
Examination freight	1	0	(1)	-100
Expert examiners	1	0	(1)	-100
Communications	34	32	(2)	- 6
Division of Investigation:				
internal affairs unit pro rata	5	2	(3)	- 60
External consultant/professional services	3	0	(3)	-100
Travel in-state	85	81	(4)	- 5
EDP: Department of General Services billing	5	0	(5)	-100
Data processing: Franchise Tax Board billing	15	9	(6)	- 40
Travel out-of-state	16	5	(11)	- 69
Printing	45	34	(11)	- 24
Postage	86	67	(19)	- 22
Data processing special project	42	19	(23)	- 55
Reimbursements and distributed costs	(48)	(54)	(6)	13
Total	\$2,087	\$3,351	\$1,264	61%

Source: All amounts listed are from the Department of Consumer Affairs (DCA) accounting records except for the charges for the Division of Investigation (DOI). Charges for the DOI on the DCA accounting records do not reflect actual costs because the manner in which the DCA calculates these charges results in debits or credits applicable to subsequent years. The amounts listed here for charges for the DOI were calculated by applying the DOI cost per investigative hour to the actual number of investigative hours the DOI used for the Board of Vocational Nurse and Psychiatric Technician Examiners. In addition, all amounts listed here include any encumbrances reflected in the DCA's accounting records at the end of the fiscal year.



State and
Consumer Services Agency

OFFICE OF THE SECRETARY
915 CAPITOL MALL, SUITE 200
SACRAMENTO, CA 95814

Building Standards Commission
Consumer Affairs
Fair Employment & Housing
Fire Marshal
Franchise Tax Board
General Services
Museum of Science & Industry
Personnel Board
Public Employees' Retirement System
Teachers' Retirement System
Veterans Affairs

February 7, 1992

Mr. Kurt R. Sjoberg
Auditor General (Acting)
Office of the Auditor General
660 J Street
Sacramento, CA 95814

Dear Mr. Sjoberg:

Thank you for the opportunity to review and comment on your draft report entitled
**A REVIEW OF THE BOARD OF VOCATIONAL NURSE AND PSYCHIATRIC
TECHNICIAN EXAMINERS OF THE STATE OF CALIFORNIA (P-064).**

The staff of the Department of Consumer Affairs and the Board of Vocational Nurse and Psychiatric Technician Examiners have thoroughly reviewed the report and have informed me that they are in agreement with your conclusion that increases in the expenditure level of the Board, for the four years ending June 30, 1991, were either justified or beyond the control of the Board. They also agreed with your sole recommendation that the Board work with the Department to correct the classification of one staff member whose position was found to be misclassified. The Board and the Department have already implemented your recommendation.

If you have any questions or need any additional information, you may wish to have your staff contact Barbara Fitzer at 653-4090.

Best regards,

Barbara Fitzer
for **BONNIE GUITON**
Secretary of the Agency

cc: **Members of the Legislature**
Office of the Governor
Office of the Lieutenant Governor
State Controller
Legislative Analyst
Assembly Office of Research
Senate Office of Research
Assembly Majority/Minority Consultants
Senate Majority/Minority Consultants
Capitol Press Corps